DOCUMENT RESUME

ED 342 096 EA 023 696

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TITLE School-Based Management in Massachusetts: Perspectives from Twelve Communities.
INSTITUTION Massachusetts State Dept. of Education, Quincy. Office of Community Education.; Massachusetts State Dept. of Education, Quincy. Office of Planning, Research, and Evaluation.
PUB DATE 91
NOTE 40p.
PUB TYPE Reports - Research/Technical (143) -- Tests/Evaluation Instruments (160)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Administrator Attitudes; Decentralization; Elementary Secondary Education; Participative Decision Making; *Program Implementation; *School Based Management; *School Restructuring; *School Supervision; State School District Relationship; *Superintendents
IDENTIFIERS *Massachusetts

ABSTRACT

Findings from a Massachusetts Department of Education project to describe district-led experiences with school-based management and to identify factors for improved classroom practices are presented in this paper. Interviews with 12 superintendents and assistant superintendents involved in systemwide restructuring were conducted to learn about their perspectives on school-based management. Following an overview of school-based management, some common themes expressed by superintendents are discussed: the impetus for restructuring, leadership and core values, needs assessment and strategic planning, evaluation of students and governance reform, barriers to implementation, and the new role of the teachers union. Superintendents identified four areas critical to effective restructuring: the need for training by all constituencies, making student learning a priority, leadership based on core values, and building trust. Appendices contain examples of district-level restructuring initiatives in Massachusetts and the interview protocol. (LMI)

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SCHOOL-BASED MANAGEMENT IN MASSACHUSETTS
PERSPECTIVES FROM TWELVE COMMUNITIES

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Publication Number 16579

Approved by Ric Murphy, State Purchasing Agent

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PERSPECTIVES FROM TWELVE COMMUNITIES

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This publication was made possible through a grant from the National Governor's Association and private sector funding.

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INTRODUCTION

The surge of interest in school-based management is a result of an evolution in both business and education. In the last decade, many leading corporations have been faced with competitive pressures from a changing international market that is out-stripping the United States in productivity, quality, price, and innovation. These companies have restructured the way their organizations function: they have moved from top-down, hierarchical management styles to decentralized patterns of decision-making. By expanding workers' stake in corporate innovation and productivity, enlightened management has increased employees' job satisfaction and minimized their absenteeism. The new structures are enabling the labor force, through participatory decision-making teams, to generate and implement ideas for improving productivity and product quality.

During the same period many educational leaders, such as John Goodlad, Albert Shanker, and Theodore Sizer, concluded that our education system was not working and grew disenchanted with efforts to improve schools "from the top down." Goodlad and Sizer organized a voluntary association of individual schools that experimented with ways to improve student learning. These schools explored approaches to improving schools that involved parents, business people, and others in the community in strengthening schools.

Numerous other schools across the country have also invited parents, business partners, and others to participate with principals, teachers, and support staff in school-based planning and decision making that is bringing innovative ideas about pedagogy and curriculum into classrooms. As a result, educators and other stakeholders in education are rethinking the roles and responsibilities within schools and identifying exciting and creative ways to enhance and improve student performance.

School-Based Management and Restructuring: The Research

At the national level, there has been little written on school-based management. In one of the few available studies, Jane David summarized the research on school-based management in districts such as Dade County, Florida; Rochester, New York; Chicago, Illinois; Hammond, Indiana; Montgomery County, Maryland; Baton Rouge, Louisiana; and Santa Fe, New Mexico.[1]

David concluded that:

> Districts that have successfully delegated substantial authority to their schools are characterized by leadership that empowers others, a small central administration, support for experimentation, communication channels, and opportunities for continuous professional growth for principals and teachers.

1. "Synthesis of Research on School-based Management," **Education Leadership**, May 1989.

She also observed that experiments with school-based management had provided greater opportunities and incentives for job satisfaction and substantial change at the school level than did the top down approach to reform. However, she questioned the extent to which school-based management as an isolated reform leads to **educational** changes, improvement, or improvement for students.

The Documentation Project

This documentation project has been designed to describe district-led experiences with school-based management in Massachusetts and to identify factors that have contributed to improved educational practices in the classroom. It is an outgrowth of an extended collaboration of the Massachusetts Department of Education/Office of Community Education and the Massachusetts Association of School Superintendents on the **School-Based Improvement Project**, a program of professional development opportunities for superintendents. SBIP has held two working conferences: "School-Based Improvement: Implications for Superintendents" (1989) and Leading the Way: The Role of Superintendents in System Level Restructuring that Promotes School-Based Management "(1988).[2] SBIP is presently sponsoring, through a grant from the Geraldine R. Dodge Foundation, a four-year project on the superintendents' role in school-based improvement.

For this documentation project, the Department invited twelve school districts involved in system-wide restructuring to participate in a study of school-based management. It should be noted that twelve superintendents and assistant superintendents - no principals or teachers - were interviewed for this project as the goal was to learn about the superintendents' perspective on school-based management. The twelve interviewees included:

Easthampton	Randall Collins, Superintendent
Freetown/ Lakeville	Nancy Sullivan, Superintendent
Haverhill	Thomas Fowler-Finn, Superintendent
Holyoke	Timothy Barrett, Assistant Superintendent
Hull	Claire Sheff, Superintendent
Lexington	Philip Geiger, Superintendent
Lowell	George Tsapatsaris, Superintendent
Newton	Irwin Blumer, Superintendent
Northborough/ Southborough	Dennis DiSalvo, Superintendent

2. Documentation of these Working Conferences is available through the Department of Education/Office of Community Education.

Springfield	Peter Negroni, Superintendent
Stoneham	Ellen Buschel, Assistant Superintendent
Uxbridge	Michael Ronan, Superintendent

Superintendents were asked a series of questions that covered the following topics:

- What does school-based management mean to you?
- Why, and how, did you become involved in this reform?
- How have the roles of the school community changed, particularly those of the central office?
- What major obstacles to implementation have emerged?
- What have you learned?
- What advice might you offer to other school districts considering the implementation of school-based management?

The highlights of restructuring initiatives in these districts are described in Appendix A. The complete Interview Protocol is attached in Appendix B.

SCHOOL-BASED MANAGEMENT: AN OVERVIEW

School-Based Management: Some Definitions

Jane David describes school-based management as:

> A change in how...authority and responsibility are shared between the district and its schools. [School-based management] not only changes roles and responsibilities within schools, but has implications for how the central office is organized.

The majority of school officials interviewed for this study characterized school-based management as a **process** of decentralized, shared decision making that places authority and responsibility for decision making with those closest to the students - the administrators, teachers, and parents at the individual school site.

School administrators believe that these individuals are in the best position to know the mix of resources and practices that can meet both system-wide goals and students' needs. They also stressed that **increased autonomy** at the building level needs to be accompanied by **increased accountability** for simultaneously accomplishing district goals and individual building objectives.

Randall Collins, Superintendent, Easthampton Public Schools, described school-based decision-making as "informed input from and shared decision-making by all players -- not only staff, but also parents, businesses and the community, and knowing where to draw the line." For Michael Ronan, Superintendent of Uxbridge: "It's a process allowing decisions that affect the teaching and learning environment to be made at the school site level." He emphasized, however, that it is only the first step in the process toward true restructuring of schools. There was agreement from George Tsapatsaris, Superintendent of the Lowell Public Schools and former director of Lowell's school-based management program. "It's a long process of decentralization that must include teachers and parents in decision-making about such areas as budget, personnel, and teacher transfer at the level where the kids are being served."

Equally important, many school officials clarified the limits of school-based management. "It doesn't mean teachers taking over," asserted Nancy Sullivan, Superintendent of Freetown-Lakeville. "It doesn't mean creating thirty fully autonomous units," stated George Tsapatsaris.

School-Based Management: A Means not an End

School-based management builds on the assumption that **all children can learn** under conditions that are right for them. Advocates for school-based management believe it provides individual schools with the flexibility and resources that allow them to restructure in ways that meet the needs of all students. As Haverhill Superintendent Thomas Fowler-Finn succinctly stated, "School-based management addresses inclusiveness."

None of the school officials interviewed conceived of school-based management as an end in itself. Superintendents indicated that the goals of school-based management were to:

- Improve student achievement
- Enhance school climate
- Build a professional environment for teaching
- Strengthen the delivery of services to ensure equitable opportunities for all students
- Empower all constituencies within the school community

"School-based management is worthless unless it improves kids' learning," insisted Claire Sheff, Superintendent of the Hull Public Schools. "Its goal is to improve the instruction of students," George Tsapatsaris of Lowell concurred.

Restructuring and School-Based Management

The Massachusetts Department of Education describes the relationship of restructuring to school-based management as follows:[3]

> Restructuring schools involves fundamental changes in traditional school organization, governance, policies, attitudes, programs, and practices. It also requires decentralizing authority and decision-making from the district level to individual schools through school-based management.

"Restructuring," according to the Department, refers to the policies that increase autonomy for individual schools; "school-based management" refers to the form of governance that makes restructuring possible. Susan Freedman, Director of the Office of Community Education of the Department of Education, makes a further distinction:

> School-based management is a vehicle for restructuring. It is **one element** of restructuring and deals basically with the governance aspect of schools. Without school administrators, teachers, parents, and others in the school community having a vision for the school, and the commitment to realize the vision, the rest of restructuring cannot happen. In addition, schools need flexibility, authority, and control over their resources to bring about the changes necessary to meet the needs of all students.

The Department of Education has identified five components that run through all effective restructuring. While there is variation in how these elements are implemented among school districts, the Department notes that they generally are a part of meaningful school reform. These five components can be summarized as follows:

- A common **vision** that is shared by the school community.
- School **governance** that is inclusionary and involves teachers, parents, and community members in shared decision making.
- **School policies and organizational** structures that promote learning for all students.
- **Curriculum and instruction** that meet students' diverse learning styles.
- Expanded **professionalism** for teachers that includes new roles within the school and increased opportunities for renewal and advancement.

3. "School Restructuring," a paper prepared by the Massachusetts Department of Education, October, 1989.

Jane David agrees that school-based management and school building restructuring will be limited in their effectiveness without changes at the school district level. She indicates that these changes need to be made in policies, roles and functions, ways of making decisions, and organization. She also indicates that new lines of authority, and new patterns of decision-making, responsibility, and accountability, are essential to effective school-based management.

School administrators concurred that school officials need to provide adequate training, support, and resources to ensure that all who want to share in the decision-making processes have the skills to do so effectively. "I believe that teachers can be good decision-makers when they have good data and are trained to use it," stated Ellen Buschel, Assistant Superintendent of Stoneham Public Schools.

The Role of the Superintendent

> Change does not happen without leadership and support...Success has less to do with management details...and more to do with the leadership and culture of the district and the support it offers school staff. (David)

In school restructuring, the Superintendent assumes the roles of facilitator, enabler, persuader, active supporter, and delegator. The Superintendent's goal is to build leadership in others. Dennis DiSalvo, Superintendent of the Northborough-Southborough Schools notes:

> In this new role, the superintendent must move from controller to facilitator, from controller to delegator, from controller to supporter, from controller to allocator of resources, and from controller to thinker.

Claire Sheff of Hull adds:

> My role as a leader has changed to that of a facilitator, enabling school-based management and site decision-making to happen. For example, when I'm asked to make a decision that I think should be made at the site level, such as whether or not to use building funds for repainting, I ask "How can I help you figure that out?"

The Role of the Central Office

Superintendents continually returned to one theme when they discussed the role of central office administrators in school-based management: Decentralization for school-based management requires more, not less, leadership on the part of superintendents and central office staff.

System-level administrators in central offices take on new roles with school-based management. Central office staff are asked to provide resources, data, and training for teachers, principals, and parents. They are most effective when they model the new inclusionary and empowering skills required for school-based management and restructuring and when they encourage research, development, innovation, and risk taking. "We're the only institution which has no R&D going on inside," commented Ellen Buschel of Stoneham. Easthampton Superintendent Randall Collins added, "School-based management requires leaders who can model its principles and who can build leadership in others."

School-Based Management Involves Parents and Others in the Community

In districts with school-based management, parents and other citizens are encouraged to play a role in school decision-making. Superintendents report that these stakeholders are invited to be active participants in setting and implementing school goals and in exploring ways to increase the schools' responsiveness to the community. They also receive training on effective school governance and on supporting educational goals in the home. These activities empower the school district's "consumers" and help to expand their participation in school improvement.

Springfield Superintendent Peter Negroni espouses these new roles for parents and others in the community because he believes that schools should belong to the community: "The community has to be empowered to run the schools as a team."

COMMON THEMES IN IMPLEMENTING SCHOOL-BASED MANAGEMENT

The superintendents interviewed in this study identified markedly common themes as they described the genesis and development of school-based management in their systems. Superintendents noted with enthusiasm the progress and accomplishments of these building level efforts and also cited several impediments to reform.

I. The Impetus for Restructuring

The majority of school systems initially undertook school-based management efforts in response to a specific situation in their school communities. These situations involved issues as diverse as communities' changing demographics and growth; a non-traditional school district structure; unfavorable curriculum assessment results; and a new superintendent's core values. Most school districts characterized their early efforts as trial models or experiments.

Dennis DiSalvo explained the genesis of school-based management in Northborough-Southborough:

> It grew out of on-going curricula development and assessment. A study team of parents, teachers, students, and community representatives was authorized to look at the school reform literature and identify what needed doing. Then we created teacher-led study teams...to look at specific curricula change. Finally, we created teacher-led implementation teams. We gave the teams release time, money for consultants, and training - whatever they needed to accomplish their goals.

In Haverhill, Thomas Fowler-Finn's commitment to inclusiveness - of bilingual, gifted and talented, special needs, and handicapped students - contributed to the initiation of school reforms. Uxbridge Superintendent Michael Ronan initiated school-based improvement in line with his belief in shared decision making, community education, and involving parents in the educational process.

School-based management was introduced in Holyoke as a by-product in the early 1980s of desegregating the schools. In Lowell, which saw its school population grow from fifteen to fifty percent minority in five years, parent involvement become a priority in order to help newly arrived immigrant families adjust to the American system of education.

II. Leadership and Core Values

Repeatedly in interviews, the issues of leadership and the basic values to which the school district subsribed emerged as intertwined in and central to school-based management. Many superintendents cited these factors as **essential** to effective school-based management.

A. Leadership

All educators interviewed agreed that to understand school-based management it was necessary to reconceptualize the relationship between superintendents

and their many constituencies. In restructuring, the image of the take-charge leader gives way to a concept of the leader as an initiator, facilitator, and supporter. In addition, this new kind of leadership requires that superintendents and others in central office model these skills themselves and build them in others.

Superintendents, in reiterating and expanding on this theme, described several qualities needed in superintendents and others in central office:

1. Leaders who redefine their roles from directors and authoritarians to initiators, encouragers, supporters, and energizers.

2. Leaders who can model the new skills that are needed.

3. Leaders who can communicate their core values to the school district.

4. Leaders who can articulate their vision for the system with the clarity and passion necessary to rally others.

5. Leaders who nurture and build leadership in others.

6. Leaders who support and develop principals who are able to identify and implement their own core values and a participatory climate in their schools.

Michael Ronan, of Uxbridge, describes leadership as follows:

> I do not see leadership as power that orders, commands, and controls, so I don't see school based management as superintendents giving up power. Under a full-fledged school-based management program, I see my role as coordinating systems at different sites, reporting to the State, and communicating with the school board and the community.

Randall Collins of Easthampton described how modeling must be a part of leadership in school-based management:

> In Easthampton we were saying we believed in one thing, but acting as if we believed in something else. People talked school-based management, but acted central control. To address this inconsistency, we now use our weekly, administrative meetings to talk not just about staff issues but also about issues like articulating our vision for Easthampton - that **all** children can learn. We then look at whether our actions model what we say we believe.

When problems that should have been addressed at lower levels of decision making are brought to Hull's Claire Sheff, she models the approach that she recommends. She asks, "How can I help you figure that out? What resources do you need?" Sheff sees that her leadership role is to set a vision, persuade all school community constituencies to share in this vision, and ensure that plans are designed to accomplish it. She believes in modeling a leadership style that involves dialogue, collaboration, inclusion, and empowerment.

Several superintendents observed that strong leadership is necessary both to steer school-based management toward educational purposes and to ensure that it is a means and not an end in itself. They indicated that school-based management, without strong leadership, can encounter several pitfalls:

- o Central office administrators can appear to be abdicating their responsibilities by getting others to do their work for them.
- o School-based management can be seen by teachers as one more set of demands or mandates issued by central office.
- o School-based management can appear only to be a way to improve working conditions for teachers.

B. Core Values

Superintendents reported that their most important and effective leadership practice was the identification, articulation, and modeling of core values that indicated the basic premises on which all management decisions were to be made. Schools districts arrived at their core values by different routes. In a majority of instances, new superintendents brought with them to their districts a strong set of values, which were made clear to the school committees responsible for their hiring. In other districts, core values were developed through a process of community discussion.

Dennis DiSalvo, Superintendent of Northborough-Southborough believes his job is:

> ...to develop core values and to create ownership of them. School-based management isn't always bottom-up because it has to be done in the context of core values and strategic objectives. It also has to be modeled by leadership at the top.

Irwin Blumer, Superintendent of Newton Public Schools, agrees with DiSalvo that "the superintendent's job is to develop ownership of the core values. The superintendent sets the tone and model by what s/he encourages and chooses to emphasize." Blumer is candid about the difficulty of implementing core values:

> All nineteen schools in the district recognize the core values of the school system. The core values themselves are simple. Complexity enters in putting them into practice.

Peter Negroni of Springfield is another advocate of core values. He believes that "leaders have to model risk-taking." In his "Blueprint for Excellence," which provides a vision for the Springfield schools, Negroni clearly defines the values that he wants to see applied to educational decision making and governance.

III. Needs' Assessment and Strategic Planning

The superintendents interviewed described approaches to initiating school-based management that included similar steps. Superintendents emphasized that throughout this process, their role was to ensure individual site plans were consonant with district-wide values and goals.

A. Assessing Needs

Most districts first developed a process to identify an array of sound and effective management and instructional practices in their school community. School staff

and others then assessed both system-wide and building level needs. They also reviewed on-going strategic planning and core values that had been established for the system.

Thomas Fowler-Finn explained how he approached an inventory of effective efforts in Haverhill:

> We looked at how people work best together and at the best things going on in the teaching and learning environment. We asked, 'What are the education concepts from which we're already getting good results?'

B. Developing Action Plans

Many superintendents reported they used strategic planning, based on a vision for the system and a set of district-wide core values, to develop action plans for school-based management. The premise common to all systems was that this practice would ensure that building level diversity was compatible with system-wide accountability.

Peter Negroni's "Blueprint for Excellence" in Springfield signals the need for compatibility between individual schools and system-wide values and goals. It states:

> The central administration provides the encompassing goals that reflect the direction of the whole and support the activity in each school...Individual school goals and objectives must be based on the broad system goals and objectives.

Others concurred. Newton's Irwin Blumer, in identifying the kinds of decisions that need to be made at the school level, noted there also has to be a "connection to the system and some coherence throughout the system." Nancy Sullivan attributes the effectiveness of reforms in Freetown-Lakeville to the fact that "each school plans its own building level goals in congruence with district-wide goals."

C. Creating Teams

All superintendents agreed on the importance of sharing the authority to make decisions. Schools in most districts first worked to expand involvement in decision-making by establishing planning teams of teachers and administrators. Many systems then formed Parent and Faculty Advisory Committees. Many superintendents also established Strategic Planning Committees which expanded involvement in the district's planning to include representatives from business and the broader community.

Superintendents in all school districts noted a lack of skill in and experience with team-building among school staff at all levels in the district. There also was consensus that one-shot training in team work was not effective. School leaders wanted to provide on-going training for staff and make available resource people who could be called upon as the district encountered problems.

IV. Evaluation and Outcome Measures

School administrators indicated that they were exploring a range of outcome-

based evaluation concepts. This research included identifying and developing new methods for assessing **student learning outcomes** and **school governance reform.** The majority agreed that more approaches to assessment need to be considered; ten out of twelve districts explicitly addressed assessment as a "problem."

A. Evaluation Tools

Evaluation is on the future agenda of many of the school systems in this study. No system indicated satisfaction with its current assessment process. Many superintendents, for example, emphasized that the development of new assessment tools "must be based on the curriculum we teach." Although most of the school leaders were willing to retain standardized tests as one part of evaluation, none were satisfied with these tests as the sole assessment method. Superintendents were, however, in stronger agreement on the "methods" of assessment than on the "student performances" that should be measured.

B. Assessment of Student Outcomes

Superintendents emphasized that it was essential that reliable measures were developed to assess students' learning. They expressed concern that the educational goals of school-based management, and the measures for assessing students' attainment of these goals, were sufficiently defined and emphasized for others in the system and the community.

Several administrators predicted that, without this clarity and emphasis, school-based management would be perceived only as a shift in management or a vehicle to benefit teachers. Lexington's Philip Geiger summarized superintendents' attitudes when he stated:

> Student performance is the bottom line for me. Performance means that kids are able to learn, apply what they learn, create a work ethic, and be responsible.

There was marked similiarity in the areas of student performance that superintendents suggested be evaluated: **writing and speaking skills; basic skills in science, math, and geography; creative work; computer literacy; and higher order thinking skills.** Two superintendents incorporated "core values" into their performance measures, adding **work ethic, taking responsibility,** and **respect for human differences.** Some superintendents also included quantifiable measures, such as **attendance** and **drop-out rates.**

As they assess learning outcomes, a majority of districts are devoting attention to new curricula and new teaching methodology. Haverhill and Lexington are implementing the "whole language" approach and team teaching. "Skillful teacher" training is offered in Newton and Stoneham. The "Effective Schools" model is used in Springfield and Lowell, while Hull is utilizing the "Essential Schools" model. Heterogeneous grouping is being implemented in Lexington, peer coaching in Haverhill, and cooperative learning in Newton, Lexington, and Hull. While district officials indicated that individual schools were taking diverse approaches, they also were clear about the need for system level coordination of the pedagogy in individual schools in order to ensure district-wide coherence.

C. Assessment of School Governance Reform

Superintendents also expressed interest in annually assessing the effectiveness of school-based governance: the strengths and weaknesses of strategies such as shared decision-making, parent and community involvement, school site councils, decentralized budget making, and school building-based planning.

Stoneham Assistant Superintendent Ellen Buschel suggested that evaluation tools should be designed at the individual school level and that the school should be made accountable for their results:

> We should be looking at our own data on student performance, such as first grade retention, and evaluating not individuals but the school.

Superintendents from other communities reflected a range of new approaches under consideration or in process. Superintendent George Tsapatsaris of Lowell described a process that requires schools, which apply to implement school-based management, to develop and submit in advance specific educational goals and methods for measuring their achievement. Claire Sheff, in Hull, is considering factoring the community's image of and support for the schools into new evaluation tools. A few school districts are planning to hire consultants to help identify criteria for their evaluation.

Holyoke and Haverhill believe they have sufficient anecdotal evidence that demonstrates that school-based management produces a successful learning environment. "I'm convinced school-based management is the way to go," exclaimed Holyoke's Tim Barrett.

> In our district, the schools that are creating the most successful learning environments for kids, from the point of view of academics, school climate, or whatever - are those that are really involving the staff and the parents. These schools are doing the most planning and decision-making at the school level.

Haverhill's Thomas Fowler-Finn expressed a similar view.

> The "Concept Schools" in our district build a partnership among administrators, teachers, parents and students around specific themes. These partners feel a strong sense of satisfaction with the learning environment they are creating.

V. Barriers Faced by School Systems

All of the difficulties that the twelve school districts experienced in implementing school-based management related to change. All superintendents reported resistance toward change initiatives. Though resistance was seldom hostile, it required building trust, providing clarity, and initiating training programs.

A. Managing Change

The difficulty of implementing change, as individuals and throughout the organization, was the most frequently mentioned obstacle to school-based management. School leaders were fully cognizant of the discomfort and anxiety that most

people experience when confronted with change. They referred to the literature and research on change:

- Change does not get implemented if it is externally imposed.
- Change requires participation or "ownership" in its planning from those who are affected by the change.
- Mandated change does not build ownership.
- People find it difficult to get motivated to make significant change.

Timothy Barrett of Holyoke summed up this paradox:

> Even though our School Committee has mandated this new form of management, change can't be mandated top-down. Change has to be introduced at the school level and under the right conditions.

The change necessitated by school-based management extends to attitudes, roles, relationships, management styles, and instructional practices. Stoneham's Ellen Buschel noted:

School-based management changes **who we are** more than **what we do**...The real task is to change the thinking within the district and changing thinking is the hardest task there is...I would advise trying to conceptualize what change means to people...If teachers have educational data on the school, they are more likely to generate ideas for solving problems. In this way, teachers will take the first step toward changing themselves.

B. The Pace of Change

While each school district is evolving toward school-based management at a different pace, most school systems are finding that they need to proceed slowly. Superintendents cited the natural reluctance of all people to make major change in areas such as roles, relationships, and work styles. School administrators are finding, therefore, that a lengthy period of time is needed to communicate fully about the changes that are to occur and to build support for the implications of school-based management among all constituencies.

"Patience, coaching, and encouragement are required," said Holyoke's Tim Barrett, "to bring people along. You may have to move slowly." Claire Sheff of Hull also stressed how much longer the process took to bring everyone along than she had anticipated. Advised Lexington's Philip Geiger, "use a tempered approach." Dennis DiSalvo of Northborough-Southborough spoke for many when he observed, "School-based management isn't something you bite off in big chunks. You have to pick smaller pieces to work on."

Peter Negroni of Springfield provided an exception in his thinking about how quickly one should move. He believes that "the issues must all be confronted at once." Negroni began school-based management by implementing it comprehensively - throughout the school system. His plan was to "bump up against the limits and see what would happen." After several months of total immersion in school restructuring, Springfield is now developing its school-based management guidelines.

C. Building Broad-Based Support

Superintendents agreed that for successful implementation of school-based management, it is necessary to work with, involve, and win over many disparate constituencies. They acknowledged having difficulty harvesting the time and patience required for this task. They also described the challenge of maintaining enthusiasm for change among school and community people who are receptive and eager but facing small or temporary setbacks.

Stoneham's Ellen Buschel addressed the complexity of putting a broad-based coalition in place.

> A lot of constituencies have to be involved--business people, parents, members of the community, the school board, teachers, unions. You have to work with varying constituencies to create a single shared vision.

Peter Negroni in Springfield and Claire Sheff in Hull also shared their experiences in developing constituency support. "Build a broad base of support with business people, parents, and the community. Give hundreds of speeches to explain what you're doing," said Negroni. Acknowledging the difficulty of bringing about change, Claire Sheff advises her colleagues to invite "the stakeholders in the school community, such as the union, administrators, and community business people, to plan the process of change with you."

Superintendents in districts that have established informal relationships with local businesses also reported how valuable these relationships have been in expediting the building of broad-based support.

D. The Need for Training

Repeatedly, superintendents commented on many educators' lack of experience with collaboration and shared decision-making and suggested training in team building for administrators at all levels and teachers. They also reported that some teachers and principals freely acknowledged their lack of comfort in working collaboratively with parents and their need for more experience in working together.

School officials acknowledged that staff in central office, teachers, principals, and parents needed training to put school-based management into practice. They reported that training was needed in several areas:

- Group process
- Management and organizational skills (e.g., goal setting, running effective meetings)
- Developing alternatives to the use of authority and hierarchy
- Collaboration, compromise, and consensus building
- Shared decision-making
- Risk-taking

- Budgeting
- New teaching techniques
- Alternative or non-traditional testing and assessment approaches
- Dealing with conflict

As Ellen Buschel of Stoneham observed, "From the beginning, we ran into the problem that school-based management requires training for both administrators and teachers." Easthampton's Randall Collins noted that "school-based management requires training, and not just for teachers. We all need training for new understandings and for new skills."

E. Need for Experience with Collaboration and Shared Decision-Making

In interviews, superintendents often characterized administrators and teachers as more comfortable with traditional, hierarchical management styles than with the facilitating, empowerment skills needed for school-based management. They attributed this discomfort to three factors:

- Many educators need training in collaboration and shared decision making.
- Most educators have concerns about the implications of a new management style on their own autonomy.
- Veteran educators may be less inclined to take on new roles and relationships.

Timothy Barrett of Holyoke noted that "Some administrators are more comfortable implementing decisions than making them. They also are reluctant to change their way of working."

Many of the superintendents reported using team teaching and interdisciplinary teaching as initial approaches to developing skill in collaboration.

F. Trust

Three-quarters of the superintendents interviewed raised the issue of trust: the prevalence of mistrust, how to counteract it, and the challenge of building trust. This lack of trust emerged in different forms in different districts. Uxbridge superintendent Michael Ronan reported that, some principals expressed concern when Advisory Councils were first established and felt that their implementation is an attack on principals' authority. Superintendents in other districts reported that, during orientations to school-based management, some teachers expressed a common form of skepticism: "Administrators are just getting us to do their work for them."

In several school communities, it has taken longer to gain the support of some teachers than to build support among administrators and the community. Holyoke's Timothy Barrett acknowledged this distrust: "Some people don't believe that they will have real power."

Superintendents also noted that some principals and teachers needed a more complete understanding of the complexity of school-based management principles. They wanted to ensure that the hierarchy would not be moved one step down and that teachers would have real input at the building level.

A quite different form of mistrust emerged in about one-third of the districts in which, according to the superintendents, teachers and parents perceived that the schools that were experimenting with school-based management were "special." In these communities, school-based management was perceived as exclusive rather than inclusive.

G. Taking Risks

The fundamental reforms of site-based management require a climate in which teachers and administrators can be encouraged to take risks, experiment, and even fail. Nearly all administrators interviewed said that risk-taking was difficult for teachers. They speculated that perhaps, in teachers' history, risk-taking had not been reinforced. In contrast, top-down management structures had rewarded employees for fulfilling established, mandated goals rather than for experimenting.

Springfield's Peter Negroni and Stoneham's Ellen Buschel spoke for many other school officials when they pointed to the need for risk-taking in undertaking school-based management. "If you get into school-based management," says Negroni, "you have to be willing to risk failure. And leaders have to model the risk-taking." Buschel advises administrators to "create a climate for risk-taking and going out on a limb by allowing mistakes."

VI. The New Role Of The Union

A report of the American Federation of Teachers, issued in 1986, suggests the following considerations in guiding the development of education reform:

> Teacher unions, as the collective voice of the teaching profession, must be involved in the development and implementation of educational policy matters at all governance levels. The union's role is to provide leadership through informing and educating the membership about the latest developments in education reform and by taking the initiative in suggesting new education reform policies.[4]

School district leaders interviewed for this study reported that they had regular contact and collaborative relationships with their teachers' unions which was contributing to dispelling teacher's concerns and to the successful implementation of school-based management.

4. "Revolution that is Overdue: Looking Toward the Future of Teaching and Learning." Task Forde on the Future, American Federation of Teachers, 1986.

In Stoneham, the primary union leaders are teachers in the middle school. These union leaders participate in school-based management as classroom teachers interested in acting on the research on school and student improvement. Similarly, Randall Collins described his "good relationship with the union" in Easthampton, while Freetown-Lakeville Superintendent Nancy Sullivan reports the union supports her leadership on school-based management in spite of differences over other issues.

Lowell included ten teacher-union representatives in its year-long study of school-based management. This study was conducted through the district's Leadership Academy, which is run in collaboration with the University of Lowell.

In Hull, a consultant, hired to make separate presentations on school-based management to the elementary, middle, and high schools, recommended that a similar presentation be made to the Executive Committee of the local union. The union was also invited to cosponsor school-based management initiatives, which helped to overcome teacher mistrust and build essential support for restructuring.

SUMMARY

Superintendents interviewed on their experience with school-based management focused on four areas that were critical to effective restructuring.

1. The Need for Training

Every superintendent reported that all constituencies - parents, teachers, community representatives, principals, and district administrators (including superintendents) - had need for training in the skills and expertise that were required for their expanded roles under school-based management. In addition, superintendents indicated that teachers in their systems requested training in several areas:

- o Management of change, including working collaboratively, building consensus, engaging in dialogue, and dealing with conflict
- o Organizational development and management, including understanding budgets, scheduling, and curriculum
- o New educational concepts and practices

Administrators also have expressed a desire for training and expertise in serveral areas:

- o Motivating and managing change
- o Undertaking new roles and leadership styles
- o Shared leadership and decision-making

Recommendations: Superintendents should recognize and anticipate the needs of teachers, parents, business people, and others for training in the skills needed for school-based governance.

Superintendents should ensure that teachers receive the professional training they need in new instructional strategies that emanate from school reform initiatives.

2. Restructuring for Student Learning

Every superintendent viewed school-based management as an essential, first step toward improving student learning outcomes. They recognized that without first gaining autonomy and flexibility, schools could not address the teaching and learning challenges of their particular school populations. Superintendents sought public support for this school-based management on the basis that it would bring about improved **educational** outcomes for students.

Recommendations: School systems should establish broadly based Task Forces, composed of parents, business leaders, school staff and administrators, and interested others, to identify student outcomes that they believe are essential and to clarify the relationship between shool governance and student learning.

3. Leadership Based on Core Values

Superintendents emphasized the importance of identifying **district-wide core values** which were sufficiently broad to be flexibly translated into building-level core values by individual schools. **These building-level core values** are then used by school planning teams to develop school plans that guide school-based decision making.

Superintendents found that it was critical to **articulate** repeatedly the core values that underlie their restructuring activity. This repetition served to enforce a vision of why the schools were undertaking new initiatives and the relationship of these initiatives to student learning.

> **Recommendation:** Superintendents must invest significant effort and time into articulating and clarifying **core values** forcefully and frequently to school staff and the community.

4. Building Trust in School-Based Management

All districts experienced a degree of resistance among teachers, principals, parents, and the community to reforms in school governance. This reluctance was expressed as a lack of trust in the purpose, outcomes, and methods of proposed changes. To build confidence in school-based management, superintendents put extensive effort into building broad-based awareness of research on the need for school reform, on the goals they had for the schools, and on the impact of school-based management on student learning.

Some communities found that trust was most difficult to develop among teachers. Superintendents who approached teachers' unions in a collaborative mode found that the union was a positive force for promoting and advocating school-based management.

> **Recommendations:** Superintendents should use all available vehicles to provide teachers, parents, and others in the community with information and understanding on the relationships between reform and improved student learning.
>
> Superintendents should build on existing relationships with teachers' unions to identify leadership roles that unions can take in promoting school-based management.

APPENDIX A

District-Level Restructuring Initiatives

EASTHAMPTON PUBLIC SCHOOLS

Randall Collins, Superintendent
(413) 527-1510

Core Values

Building leadership
Equity
Involvement

Background

The Superintendent makes a clear differentiation between system-wide and building level decision-making. Decisions on issues such as sick leave are made at the system level. He is an advocate for developing a team relationship with the School Committee, facilitating informed opinions among staff, providing staff development, and modeling leadership.

Decentralization

Building level decision-making has been instituted in planning, hiring teachers, designing professional days, school site budgeting, and evaluation.

Constituency Involvement

Teachers, parents, business people, and teachers' union representatives are involved in building-based planning and goal-setting through coalitions with public and private sector organizations and agencies. Parents are represented by Parent Advisory Groups at each building.

Professional Support

The system provides workshops for teachers and principals on the change process and restructuring. Teachers accompany principals to administrative workshops and conferences; principals accompany teachers to curriculum conferences. The Superintendent and Associate Superintendents have provided principals with additional leadership training.

Plans

Strengthen the school-business partnership program.
Develop a goal-setting evaluation process with a joint committee of teachers and administrators.
Provide additional training for principals on collaborating with Parent Advisory Groups.
Expand the role of School Improvement Councils.
Provide additional training for teachers in consensus building, compromise, and change.

FREETOWN - LAKEVILLE PUBLIC SCHOOLS

Nancy Sullivan, Superintendent
(508) 763-5183

Core Values

Involvement
Leadership development
The centrality of the classroom

Background

In this district, which is comprised of three school systems that have operated as isolated units, there has been emphasis on restructuring communications for more effectiveness and efficiency and strengthening school leadership and accountability. This focus has evolved from a move toward curriculum assessment and a significant growth in the student population.

Decentralization

Decision-making regarding staff development and curriculum, including text book selection, has been decentralized. Each school sets its own building level goals in congruence with district-wide goals.

Constituency Involvement

Links between the central administration and individual schools are established through an Administrative Council consisting of the superintendent, Business Manager, Director of Special Education, and one teacher representative from each school in the system. Each school has a Parent Advisory Council and a Principals' Advisory Committee composed of teachers, parents, and (in the upper grades) students who are involved in building level decisions.

Professional Support

An in-service program has provided training on decision-making, staff development, and morale building. The Superintendent leads the training programs and acts as the school-based management Project Director.

Plans

Establish a unified mission and philosophy for the three school systems.
Establish a Teacher Involvement Committee at each school.
Expand leadership roles for teachers in instructional policy, resources, and accountability.
Increase accountability for results.
Reapply for federal funding for Teacher Involvement Project.

HAVERHILL PUBLIC SCHOOLS

Thomas Fowler-Finn, Superintendent
(508) 374-3400

Core Value

Inclusiveness

Background

The district established two elementary "Concept Schools" whose administration, staffing, and curriculum are grounded in decentralization; reducing teachers' isolation in their classrooms; shared understanding of purposes, rationale, and processes; and collaboration on classroom pedagogy. Plans were shared with parents to solicit their support.

Decentralization

School-based management efforts use the Effective Schools Model and focus on improvement of the social climate, organization, and curriculum of individual schools. The Concept Schools established school councils which engage in shared decision-making on budget and professional development; implement changes in management procedures; and establish building-based teacher management teams that contribute to decisions regarding the use of funds and of the school building. Central office staff have sought and obtained grants, at the request of individual schools. A strategic planning program implemented with the aid of nationally known trainers is helping the district to broaden school-based management throughout the school system.

Constituency Involvement

Concept Schools work to extend existing partnerships among administrators, teachers, parents, and students. These schools solicit parent and community involvement and have established business partnerships. The strategic planning process involves the participation of teachers, union representatives, administrators, school committee members, and more than 100 additional community and staff representatives.

Instructional Practices

Concept Schools involve teachers in peer observations and coaching and in transferring to the classroom the skills that contribute to shared governance. Additional practices: process learning across subject areas; Whole Language; "Math Their Way;" and integrated Special Needs and Bilingual Services.

Professional Support

Inservice training on school-based management; workshops on strategic planning; special education restructuring initiatives; and comprehensive redesign of programs and school organization through a strategic planning process.

Plans

Expand the number of Concept Schools.
Provide additional training for teachers, building administrators, and interested parents.
Expand cooperative learning and active learning in the classroom.
Reexamine retention practices and heterogeneous grouping.
Provide additional leadership training for principals.

HOLYOKE PUBLIC SCHOOLS

Timothy Barrett, Assistant Superintendent
(413) 534-2005

Core Values

Staff involvement
Parent participation
All students can learn

Background

The system has for several years involved each building-based Parents Advisory Council in school budgeting. The district views this practice as part of a systematic strategy toward school-based management. A Citywide Parent Council developed a position paper calling for school site governance councils comprised of parents and teachers. The School Committee mandated this new form of governance.

Decentralization

Early year, parents and teachers engage in planning a building-based school plan based on district goals. Staff assess their own professional development needs.

Constituency Involvement

Each building has parents and teachers participating on School Improvement Councils and Parent Advisory Councils. The Citywide Parent Council advises central office staff.

Professional Support

Consultants have been provided for training in team work.

Plans

Involve a wider constituency in creating a single, shared vision.
Increase the use of coaching to facilitate power-sharing.
Implement school-site governance councils.
Provide teacher and parent input into the hiring and evaluation of principals.
Develop more opportunities for principals to have professional interactions.
Look at other systems that are moving in the same direction.
Gather consistent data about whole language learning, developmental learning, and the effectiveness of basal readers.

HULL PUBLIC SCHOOLS

Claire Sheff, Superintendent
(617) 925-0771

Core Values

Respect for individual
High standards and expectations
Equal access
Professional development

Background

The superintendent has been building community expectations for change. She established a school and community planning group which planned the restructuring process with her. Instructional specialists replaced department heads at the high school. A system-wide instructional curriculum was established. The school system received its first private grants. The district developed a summer environmental institute.

Decentralization

Each school has joint planning teams of teachers and administrators. These teams have input into budget allocations for their school, participate in personnel selection, and develop curricula which reflect the system's goals.

Teachers voted to accept responsibility for implementing school-based management.

Constituency Involvement

Meetings were held with staff, parents, school committee members, and other town boards to discuss a vision of school change. The superintendent actively sought union support of school restructuring after an initial period of dealing with a financial crisis.

Professional Development

The superintendent began a professional development program. Teachers are encouraged to participate in conferences and courses. Training grants are provided for teachers in pilot "theme" schools. All teachers have opportunities to benefit from external speakers, workshops on school-based management, training in cooperative learning, and release time for professional renewal.

Plans

Shift the school system to the principles of the Coalition of Essential Schools.
Establish a Community Schools Program.
Expand the involvement of parents, the community, and students.
Extend the academic school day and year for those interested.
Establish an Evaluation Committee to research new forms of student and teacher evaluation.
Identify and recruit corporate, nonprofit, governmental, and college partners.
Implement alternatives to grade retention, tracking, and failures.
Collaborate with area schools to provide services to students.

LEXINGTON PUBLIC SCHOOLS

Philip Geiger, Superintendent
(617) 862-7500

Core Values

Professionalism
Participation of affected constituencies
All students can learn

Background

A Climate Committee has been established to improve the climate in the school system. The administration supported school-based initiatives for the Mastery in Learning project, whole language development, and a review of the organization of the high school. The district uses the Effective Schools Model.

The functions and responsibilities of both central office and building level administrators have been redefined in order to enable individuals schools to move toward school based management.

The focus for central administrators has shifted from making decisions about budget, curriculum, and personnel to providing the information and the procedures that enable schools to make these decisions.

Decentralization and Constituency Involvement

Principals hire and evaluate school staff and involve members of the faculty, parents, and the community in personnel decisions.

Faculty at each school have the option of moving toward more school-based management. Any school that chooses this option must set up a site-based council. These councils -- composed of principals, faculty, parents, and community members -- make decisions about programs, curriculum, school building policy, and budget.

Faculty Committees and Parent and Faculty Advisory Committees on special issues further expand constituency representation in school decision making.

Instructional Practices

Schools are exploring and implementing cooperative learning, heterogeneous grouping, whole language instruction, and individualized instruction.

Professional Support

Administrators, faculty, and citizens receive training in the operation and effective utilization of school site councils and in school-based management. Teachers and parents are provided with educational data and research findings. Teachers have expanded professional development opportunities.

Plans

Establish full functioning of team leaders at each school by June, 1991.
Explore new assessment methods.
Implement a school-based management system at all schools.

LOWELL PUBLIC SCHOOL

George Tsapatsaris, Superintendent
(508) 937-7647

Core Values

Inclusiveness
Shared decision-making

Background

For the past five years, all Lowell administrators have been participating in a Leadership Academy run jointly by the Lowell Public Schools and the Center for Field Services at the University of Lowell. The theme in the 1989-90 school year was school-based management. After a Mayor's Task Force produced a draft report spelling out what school-based management means in terms of budget, curriculum, personnel, and school governance through site councils, the School Committee endorsed the concept.

Decentralization

Concept and Magnet schools are piloting school-based management and are focusing on the hiring of new teachers and on making budgetary decisions.

Principals lead the process of shared decision-making at the school level.

Constituency Involvement

Concept and Magnet schools are required to have School Site Councils, which are comprised of principals, teachers and parents.

The teachers' union has been actively involved in studying school-based management with school administrators.

Professional Support

Orientations have been held for teachers and parents on the changes that can be anticipated with school-based management. Through collaboration with the University of Lowell's Center for Field Studies, the Central Office staff is providing training, resources, and technical assistance to schools requesting support in decision-making on budgets, curriculum, personnel, team building, and program evaluation. The administrative staff has received professional development training.

Plans

Pilot school-based management initiatives and training.
Establish 11 new Concept Schools, featuring a range of themes.
Initiate a laboratory school, designed as a restructured school.
Identify schools ready to establish School Site Councils and receive training.
Continue the Leadership Academy.
Create a training team.

NEWTON PUBLIC SCHOOLS **Irwin Blumer, Superintendent**
(617) 552-7590

Core Values

The centrality of the classroom
Respect for human differences
Collegiality

Background

Core values serve as the organizing principle for this system's school-based management efforts. School culture, instructional practice, expectations, and communications are working toward reflecting the core values. The superintendent's responsibility in this district is to develop ownership of the core values.

Administrative reorganization initiated decentralization and increased staff and community involvement. The system emphasized coherence between district-wide goals and school-site goals.

Decentralization

Each school has an individual school plan that is based on the core values of the system. Presently, schools are implementing plans for putting into practice the core value of respect for individual differences. Schools have a tradition of autonomy in budget, personnel issues, and curriculum.

Constituency Involvement

Schools have historically had strong teacher and parent involvement in school-based decision-making. The administrative team's weekly meetings emphasize and model shared leadership.

Professional Support

All teachers and administrators participate in a course on skillful instructional practices. Each school has "study groups" that support the expansion of teachers' instructional repertoires. Workshops are offered throughout the year on children's learning styles and many schools are moving toward Cooperative Learning.

The core value of collegiality is reinforced through collaborative work among teachers and visits to each other's classrooms. Central Office administrators helped principals and staff to expand their understanding of the concept of school culture.

Plans

Develop a system-wide curriculum to provide a context for building-based decisions
Involve more of the community in the schools, especially parents.
Build stronger connections between the system and individual schools.
Strengthen accountability at individual schools.

NORTHBOROUGH-SOUTH-BOROUGH REGIONAL PUBLIC SCHOOLS

Dennis DiSalvo, Superintendent
(508) 393-2478

Core Values

Active learning/development of a community of learners
Respect for the dignity of the individual/embracing diversity
Shared decision-making

Decentralization

Teacher-led curriculum teams recommend curriculum changes. Individual schools have decision-making authority over staff development programs consistent with the core values. Curriculum teams interview and hire professional development consultants on topics such as teaching the writing process.

Constituency Involvement

The administrative team meets monthly to share teaching and learning practices that reflect the core values and curriculum goals. This team also develops strategies to implement the School Committee's strategic plan.

Each school has a Parents' Advisory Committee composed of teachers and parents who are involved in areas such as hiring.

The Superintendent's Study Team on Excellence, comprised of administrators, teachers, students, parents, and representatives from higher education and business, meets monthly to assist the superintendent on matters of curriculum and educational policy development and practices. This team also develops in-service programs; recommends summer workshops; and hires its own consultants.

The School Committee's strategic plan supports school-based management.

Professional Support

Principals are given support in reconceptualizing their roles as leaders of school culture and instructional technologies. Principals specify school-site goals that reflect systemic core values and apply them to all areas of school activity. Principals are encouraged to employ shared decision-making strategies in their schools and to include this objective in their building plans.

Training in instructional practices such as interdisciplinary team teaching and cooperative learning is provided for administrators and teachers.

Plans

Implement administrator/teacher/community team recommendations on new forms of curriculum-based assessment.
Expand decision-making by staff at individual schools.
Expand parent involvement in core values' issues, problem-solving, and school-site enrichment activities.
Pilot a School Site Council.
Further the understanding of each school's culture.

SPRINGFIELD PUBLIC SCHOOLS

Peter Negroni, Superintendent
(413) 787-7087

Core Values

Democratic participation
Inclusiveness
Empowerment

Decentralization

School-based management efforts use the Effective Schools Model. Each school participates in building-based planning and decision-making on curriculum, personnel, staff development, and budgeting.

Constituency Involvement

Community-wide participation in the development of a restructuring plan for the system has business, parent, union, school staff, and citizen involvement.

All forty school-based management teams include school administrators, four teachers, three parents, and a business person. In middle and high schools, students serve on these teams. Teachers, parents, and students are elected by their fellow constituents. Each team elects its own facilitator, who may or may not be the principal.

Regular involvement with the union has led to a cooperative, supportive relationship.

Professional Support

Training is provided in leadership and in instructional methods for teachers, principals, central office administrators, and members of school-based teams. The teachers' union has provided training in school-based management. All administrators completed a week-long leadership conference.

Plans

Recruit community agency representatives for each school team.
Develop new assessment packages based on the curriculum taught in the district.
Explore the concept of "theme" schools.
Build partnerships with social service agencies, minority community-based organizations, and the religious community.

APPENDIX B

School-Based Management Interview Protocol

SCHOOL-BASED MANAGEMENT INTERVIEW PROTOCOL

For Superintendents or Designated Spokespersons

1. A. In your own words, how do you understand school-based management?

   B. Why do you think it is important?

2. A. When was school-based management started in your school district?

   B. How was it started?

   C. Why did you get into it? (Was something "broken" that needed "fixing?" Was school-based management an element required for the solution?)

3. A. What are your goals for school-based management?

   B. How do you characterize school-based management in terms of means and ends?

   C. What is your thinking about the relationship of school-based management to restructuring?

4. Describe the implementation history of school-based management in your district. What is happening? How is it going? Who is doing what? How far along are you?

5. The Central Office

   A. In undertaking school-based management, how has the central office needed to modify its role, structure or operation, especially around decentralization issues?

   B. What decisions are now being made at the building level? (school day, curriculum design, fiscal issues, hiring, instructional materials, staff development.)

   C. What authority has been retained by Central Office managers?

6. The Role of the Superintendent

   A. How has the Leadership role of the superintendent changed?

   B. What authority has the superintendent retained?

7. The Involvement of Teachers, Parents, and the Community.

   A. Now that the scope of the decision-making has increased at the school site, what provisions or vehicles are there for increased teacher, parent, and community involvement?

   B. Specifically, where are you in involving the community?

C. Is the business community involved?

8. A. What new skills are being required to put school-based management into practice by 1) principals, 2) teachers, 3) parents?

   B. Has the central administration been able to offer support for these needs? In what form?

9. What additional resources do you feel you need to be successful?

10. What have been the principle concerns or misgivings of the School Committee? How did they address them?

11. A What has been your greatest success?

    B. What has been the most difficult?

12. What have been the major impediments? What has been the role of the teachers' union?

13. What have you learned?

14. Have you needed to request any variances?

15. Have there been any surprises? In other words, what initial assumptions have been validated or challenged?

16. How are you going to judge the results? Through standardized tests, annual reports, building plans?

17. Have you been able to note any impact yet, any positive changes? (on morale? community support? involvement? programs? on students?)

18. Are there issues you think are particular to this individual site?